



Department of Planning, Building and Code Enforcement  
200 E. Santa Clara Street  
San José, California 95113-1905

Hearing Date/Agenda Number:  
P.C. 11/08/06 Item: 7b3

File Number:  
GP05-08-01B

Council District and SNI Area:  
8 / N.A.

Major Thoroughfares Map Number:  
69, 85

Assessor's Parcel Number(s):  
649-23-001 and 649-24-013

Project Manager: John W. Baty

## GENERAL PLAN REPORT

### 2006 Fall Hearing

#### PROJECT DESCRIPTION:

General Plan amendment request to change the Land Use/Transportation Diagram designation from Private Recreation to Medium Density Residential (8-16 DU/AC), Public Park and Open Space, Public/Quasi-Public

**LOCATION:** Northeast corner of Tully Road and S. White Road

**ACREAGE:** 114

#### APPLICANT/OWNER:

Duino Family Partners, LP/KB Home

#### GENERAL PLAN LAND USE / TRANSPORTATION DIAGRAM DESIGNATION:

Existing Designation: Private Recreation

Proposed Designation: Medium Density Residential (8-16 DU/AC), Public Park and Open Space, Public/Quasi-Public

#### EXISTING ZONING DISTRICT(S): Unincorporated County

#### SURROUNDING LAND USES AND GENERAL PLAN DESIGNATION(S):

North: Single-family Detached Residential / Medium Low Density Residential (8.0 DU/AC)

South: Single-family Detached Residential / Medium Density Residential (8-16 DU/AC) and Medium Low Density Residential (8.0 DU/AC)

East: Single-family Detached Residential / Medium Low Density Residential (8.0 DU/AC)

West: Park/Open Space (Lake Cunningham) / Public Park and Open Space

#### ENVIRONMENTAL REVIEW STATUS:

Evergreen-East Hills Vision Strategy Environmental Impact Report pending certification on November 8, 2006.

#### PLANNING STAFF RECOMMENDATION:

Mixed Use with No Underlying Land Use Designation

Amend Appendix F – Mixed Use Inventory

Private Recreation on minimum 35-percent of the site;  
Medium High Density Residential (12-25 DU/AC) and  
Medium Low Density Residential (8.0 DU/AC) on 58  
acres for up to 650 dwelling units; Public Park and Open  
Space on minimum 5 acres; Public/Quasi-Public on  
approximately 11 acres for a public school and fire  
station; Neighborhood/Community Commercial on 0 to 3  
acres

Approved by:

Date:

*Stanley Kett*  
Nov. 2, 2006

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**PLANNING COMMISSION RECOMMENDATION:**

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**CITY COUNCIL ACTION:**

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**CITY DEPARTMENT AND PUBLIC AGENCY COMMENTS RECEIVED:**

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**GENERAL CORRESPONDENCE:**

See attachments to the Evergreen Development Policy Staff Report for general correspondence.

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**ANALYSIS AND RECOMMENDATIONS:**

**RECOMMENDATION**

Planning staff recommends the Planning Commission forward to the City Council the following recommendation:

Amend the General Plan Land Use/Transportation Diagram on the Pleasant Hills Golf Course site as follows:

- Mixed Use with No Underlying Land Use Designation, incorporating the following:  
Private Recreation on minimum 35-percent of the site; Medium High Density Residential (12-25 DU/AC) and Medium Low Density Residential (8.0 DU/AC) on 60 acres for up to 650 dwelling units; Public Park and Open Space on minimum 5 acres; Public/Quasi-Public on approximately 11 acres for a public school and fire station; Neighborhood/Community Commercial on 0 to 3 acres

Should the Planning Commission not support the proposed Evergreen Development Policy update and prefer that these development opportunities be considered as part of the upcoming General Plan update, then the Planning Commission should forward to the City Council a recommendation of no change to the General Plan.

**PROJECT DESCRIPTION**

The proposed General Plan amendment is being considered as part of the larger Evergreen•East Hills Vision Strategy (EEHVS) project. The EEHVS project includes a proposed update to the Evergreen

Development Policy (EDP), proposed General Plan Land Use/Transportation Diagram changes on four sites, Pleasant Hills Golf Course: subject amendment, and three other sites (Arcadia: GP05-08-01A; Campus Industrial: GP05-08-01C, D and E; and Evergreen Valley College: GP05-08-01F), and proposed General Plan text changes. Individual staff reports for each amendment have been prepared, which include additional project descriptions, background information and analysis.

#### General Plan Amendment (GP05-08-01B)

This report analyzes the General Plan amendment proposing conversion of the 114-acre Pleasant Hills Golf Course site designated Private Recreation.

The EEHVS Task Force process resulted in the following alternative proposals for a specific mix of uses and ranges of development intensity.

#### **Developer Proposal**

- Medium Density Residential (8-16 DU/AC) for up to 825 dwelling units
- Public Park and Open Space, 0 to 5 acres
- Public/Quasi-Public, fire station

#### **Task Force Alternative Proposal**

- Medium Low Density Residential (8 DU/AC) for up to 600 dwelling units
- Neighborhood/Community Commercial, up to 50,000 square feet
- Private Recreation or Public Park and Open Space, 40% of site
- Public/Quasi-Public, elementary school and fire station

#### **Staff Recommendation**

- Medium Low Density Residential (8 DU/AC) and Medium High Density Residential (12-25 DU/AC) for up to 650 dwelling units
- Private Recreation, minimum 35% of the site
- Public Park and Open Space, minimum 5 acres
- Neighborhood/Community Commercial on 0 to 3 acres
- Public/Quasi-Public on approximately 11 acres for an elementary school and fire station

Staff's recommendation would be to apply the Mixed Use with No Underlying Land Use Designation to the Pleasant Hills Golf Course site as the vehicle for allowing the parameters of development to be clearly defined while allowing a certain degree of flexibility in how the development is ultimately implemented. This designation would be applied to whatever final mix of uses is approved by the City Council. When the Mixed Use with No Underlying Land Use Designation is proposed, a description of the proposed types of uses and intensity ranges to be allowed on the site is included in a General Plan text amendment for inclusion in the Mixed Use Inventory, Appendix F of the General Plan.

#### Planned Development Rezoning

A corresponding Planned Development Rezoning application (File No. PDC05-051) and annexation request (File No. Evergreen 193) have been filed concurrently, which would implement the developer's proposal for the General Plan Amendment. The applicant's proposed General Plan Amendment and Planned Development zoning would allow up to 825 single-family attached and detached residences, a potential elementary school, fire station and public park and open space. The approximate net density would be 10 dwelling units per acre. The pending Planned Development Rezoning application and annexation request are not being considered at this time, but are anticipated to be heard by the Planning Commission and City Council in Spring 2007.

## **BACKGROUND**

### **Evergreen•East Hills Vision Strategy**

The subject site is located within the Evergreen Development Policy area. The Evergreen Development Policy (i.e., traffic policy) is currently being proposed to be updated to allow additional development beyond what is currently allowed under existing policy. The policy must be revised in order to allow this General Plan Amendment and Text Amendment to move forward.

The purpose of the Evergreen•East Hills Vision Strategy (EEHVS) planning effort is to guide infill development in the Evergreen and East Hills area to create housing in balance with transportation improvements and community amenities, with the overall goal of enhancing the quality of life in the area. Inherent in this complex balance of new development and improvements are a series of policy trade-offs such as residential densities, industrial conversion and affordable housing.

As mentioned above, this proposed General Plan Amendment is being considered as part of the overall EEHVS project, which includes proposed General Plan Amendments on three other sites and a package of transportation improvements and community amenities.

For more background on the EEHVS project, including discussion related to the delicate balance between proposed development and the ability to fund required transportation improvements and community amenities, see the Evergreen Development Policy staff report.

### **Site and Surrounding Uses**

The subject site is the recently closed Pleasant Hills Golf Course located on the northeast corner of South White and Tully Roads. The site has frontage along South White Road, Tully Road and Vista Verde Drive. The General Plan designates South White and Tully Roads as Arterial streets.

The existing land uses surrounding the site include: single-family detached residential to the north; single-family detached residential to the south across Tully Road; single-family detached residential to the east across Vista Verde Drive; and Lake Cunningham Regional Park to the west across South White Road.

As referenced above, the subject site currently has a designation of Private Recreation, which allows a range of uses including amusement parks, country clubs, golf courses, tennis clubs, driving ranges, recreational vehicle parks and private campgrounds. Although ancillary commercial uses such as bars and restaurants are allowed in conjunction with private recreation uses, the intensity of buildings is limited in order to retain a predominantly open space character.



## **ANALYSIS**

The Analysis section of the staff report addresses the following: 1) a comparison of the key distinctions between the alternate proposals and Staff Recommendation, and 2) the key policy issues raised by the proposed change of the General Plan from the existing Campus Industrial designation to a range of residential, park/open space, and public/quasi-public uses, as described in the alternate proposals from the Developer Group, the Task Force and the Staff Recommendation.

### **Comparison of Alternate Proposals and Staff Recommendation**

<b>Land Use Category</b>	<b>Developer Proposal</b>	<b>Task Force Proposal</b>	<b>Staff Recommendation</b>
Number of Units	Up to 825	600	Up to 650
Residential Designation(s)	MDR (8-16)	MLDR (8) MDR (8-16)	MLDR (8 DU/AC) MHDR (12-25 DU/AC)
Private Recreation / Public Park and Open Space	0 acres / 0 to 5 acres	40% of site	Minimum 35% of site / minimum 5 acres
Neighborhood/Community Commercial	0 acres	up to 50,000 sf	0 to 3 acres
Public/Quasi-Public	1 acre (fire stn.)	11 acre (school and fire station)	11 acres (school and fire station)

As noted above, there are a number of differences between the alternative proposals and staff's recommendation. The difference in the number of units is primarily due to the retention of a large amount of the site as open space in the Task Force proposal and staff recommendation. The lower density residential designations were included to address the community's concern that residential development be compatible in terms of density with the existing adjacent residential neighborhoods.

The Task Force proposal and staff recommendation preserve 40-percent of the site for private recreation or open space uses. Staff's recommendation for a minimum of 35-percent of the site to remain Private Recreation and a minimum of 5 acres as Public Park and Open Space, yields a combined 40-percent open space.

Based on the City commissioned retail study prepared for the EEHVS process, which indicated that there is potential demand for a 5,000 square foot convenience retail center on the subject site, staff's recommendation includes the option for up to 3 acres of neighborhood/community serving commercial. The Task Force took the approach of identifying a specific square footage of commercial.

Although public schools can locate on land that is not designated Public/Quasi-Public, the Task Force proposal and staff's recommendation designate an approximately 10-acre portion of the site Public/Quasi-Public to ensure that land specifically reserved for a future public school.

### **Key Policy Issues**

#### **Consistency with the *San Jose 2020 General Plan* Major Strategies, Goals and Policies**

The *San Jose 2020 General Plan* Major Strategies provide the "vision" for San Jose, particularly related to its future growth and development.

*Economic Development Major Strategy, Goals and Policies.* The City's economic development strategy strives to make San Jose a more "balanced community" by encouraging more commercial and industrial growth to balance existing residential development, by creating an equitable distribution of job centers and residential areas, and by controlling the timing of development.

The Economic Development Goals and Policies strive to: 1) create more job opportunities for existing and future residents; 2) create a stronger municipal tax base by obtaining a greater share of the total industrial and commercial tax base; and 3) encourage a mix of land uses in appropriate locations.

The Task Force alternative and staff's recommendation would meet the Economic Development Goals and Policies to encourage a mix of uses in appropriate locations. Due to the location of the site in a predominantly residential area, development of a large-scale employment center on the site would not be appropriate. However, the inclusion of a small amount of neighborhood serving commercial, as proposed in the Task Force alternative and staff's recommendation would be appropriate.

*Growth Management and Greenline/Urban Growth Boundary Major Strategy.* The proposed amendment is consistent with the City's Growth Management and Urban Growth Boundary strategies in that the subject site is within the Urban Growth Boundary and Urban Service Area in an area that has existing and planned infrastructure that would support the proposed development.

*Housing Major Strategy and Residential Goals and Policies.* The proposed amendment is consistent with the Housing Major Strategy in that it would provide additional opportunities for housing development within the City's Urban Service Area and the density range of the proposed amendment would likely result in a variety of housing types that are currently lacking in the Evergreen area.

*Parks and Recreation Goals and Policies.* The General Plan acknowledges the importance of providing a wide variety of parklands and recreation areas to serve the City's many unique and diverse environments. Although the existing golf course site has been closed, the potential remains for the site to be redeveloped as a private golf course or any number of other open space/recreation uses that are typical of the Private Recreation designation. The proposed amendment would eliminate the future potential of the site to serve the open space/recreation needs of the area.

Several community members from the area surrounding the subject site have expressed a strong interest in preserving the entire site as a golf course or other open space/private recreation use. Through the EEHVS process and recognizing the continued pressures to develop the site for residential purposes, many community members have proposed that they would be amenable to the site developing with residential as long as a minimum of 40-percent of the site was to remain as open space. The Task Force proposed alternative and staff's recommendation incorporate the community's desire for a minimum of 40-percent open space.

#### Consistency with the City Council's Vision and Expected Outcomes

On June 21, 2005 the City Council adopted ten Vision and Expected Outcomes for the Evergreen•East Hills Vision Strategy (EEHVS) process. The Vision and Expected Outcomes apply to the overall EEHVS project including the proposed General Plan Amendments and updated Evergreen Development Policy (EDP). The updated EDP is the vehicle for ensuring overall consistency with the Vision and Expected Outcomes. Detailed analysis regarding consistency with the Vision and Expected Outcomes is discussed in the staff report for the EDP.

## **PUBLIC OUTREACH**

- ☐ **Criteria 1:** Requires Council action on the use of public funds equal to \$1 million or greater. **(Required: Website Posting)**
- ☐ **Criteria 2:** Adoption of a new or revised policy that may have implications for public health, safety, quality of life, or financial/economic vitality of the City. **(Required: E-mail and Website Posting)**
- ✓ **Criteria 3:** Consideration of proposed changes to service delivery, programs, staffing that may have impacts to community services and have been identified by staff, Council or a Community group that requires special outreach. **(Required: E-mail, Website Posting, Community Meetings, Notice in appropriate newspapers)**

As described in the public outreach section of the EDP staff report this project has conducted public outreach and community involvement that extends beyond the requirements of Council Policy 6-30: Public Outreach for Pending Land Use and Development Proposals.

## **CEQA**

An Environmental Impact Report (EIR), entitled *Evergreen•East Hills Vision Strategy Project*, was prepared for the proposed Evergreen•East Hills Vision Strategy and provides both program level and project level environmental review appropriate to address and evaluate the environmental impacts of the project appropriate for the adoption of the proposed General Plan amendments, modification of the Evergreen Development Policy, funding agreement, and subsequent Planned Development (PD) rezonings. The Draft EIR was circulated for public review and comment from February 3, 2006 to March 20, 2006.

The DEIR analyzed the EEHVS project and its environmental setting, identified potentially significant environmental impacts, and proposed mitigation measures to reduce significant impacts to less than significant levels where possible, for the following issues:

- |                              |  |
|------------------------------|--|
| 1. Land Use                  | 9. Geology                                       |
| 2. Transportation & Traffic  | 10. Energy                                       |
| 3. Noise                     | 11. Utilities and Service Systems                |
| 4. Biological Resources      | 12. Population, Jobs & Housing                   |
| 5. Cultural Resources        | 13. Hazards & Hazardous Materials                |
| 6. Hydrology & Water Quality | 14. Availability of Public Facilities & Services |
| 7. Air Quality               | 15. Alternatives to the Project                  |
| 8. Visual & Aesthetics       | 16. Cumulative Impacts                           |

The DEIR identifies certain impacts as “Less-than-Significant with Mitigation” with applicant-proposed mitigation regarding: Transportation & Traffic; Noise; Air Quality; Cultural Resources; Biological Resources; Geology; Hydrology & Water Quality; Hazards & Hazardous Materials; and, Visual & Aesthetics.

An EIR conclusion of, “Significant Unavoidable Impact” assumes that a project impact would exceed the City’s significance thresholds even with changes or mitigations included in the project.

The DEIR identifies as a, “Significant Unavoidable Impact” certain project impacts on: Land Use; Transportation & Traffic; Noise; Air Quality; Visual & Aesthetics; Energy; and, Population, Jobs & Housing.

The EIR identifies, “Significant Unavoidable Cumulative Impacts” for the project’s impacts on: Transportation & Traffic; Noise, Air Quality; Biological Resources; Visual & Aesthetics; and, Energy.

For certain of the project’s impacts on: Biological Resources; and Energy the EIR concludes, “Unless Mitigation is Determined to be Feasible & Made a Condition of Approval, Impact will be Significant & Unavoidable”.

## **CONCLUSION**

Staff’s recommendation represents a balance between preservation of private recreation opportunities and provision of new housing.

Planning staff recommends the Planning Commission forward to the City Council the following recommendation:

Amend the General Plan Land Use/Transportation Diagram on the Pleasant Hills Golf Course as follows:

- Mixed Use with No Underlying Land Use Designation, incorporating the following Private Recreation on minimum 35-percent of the site; Medium High Density Residential (12-25 DU/AC) and Medium Low Density Residential (8.0 DU/AC) on 60 acres for up to 650 dwelling units; Public Park and Open Space on minimum 5 acres; Public/Quasi-Public on approximately 11 acres for a public school and fire station; Neighborhood/Community Commercial on 0 to 3 acres

Should the Planning Commission not support the proposed Evergreen Development Policy update and prefer that these development opportunities be considered as part of the upcoming General Plan update, then the Planning Commission should forward to the City Council a recommendation of no change to the General Plan.

Attachments

cc:



## Staff Recommended Text Amendment

Amend Appendix F, Mixed Use Inventory, page F-7:

Map Reference Number	Location	Amendment File Number	Use Mix	Use Intensity Range
<u>MU#20</u>	<u>Northeast corner of Tully and South White Roads</u>	<u>GP05-08-01B</u>	<u>Private Recreation</u>	<u>Minimum 35-percent of the site</u>
			<u>Medium High Density Residential (12-25 DU/AC) and Medium Low Density Residential (8.0 DU/AC)</u>	<u>Up to 650 dwelling units on 58 acres</u>
			<u>Public Park and Open Space</u>	<u>Minimum 5 acres</u>
			<u>Public/Quasi-Public</u>	<u>Approximately 11 acres for a public school and fire station</u>
			<u>Neighborhood/Community Commercial</u>	<u>0 to 3 acres</u>